Report of the Round Table on Day Care in Nova Scotia

SUBMITTED TO THE HONOURABLE MARIE DECHMAN
MINISTER OF COMMUNITY SERVICES

April 25, 1991
Halifax, Nova Scotia

The Honourable Marie Dechman
Minister of Community Services
Province of Nova Scotia
Halifax, Nova Scotia

91-04472/

Madam:

I have the privilege on behalf of the Round Table on Day Care to present our report on day care in Nova Scotia.

Respectfully submitted,

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Introduction

The establishment of the Round Table on Day Care was announced on March 20, 1990, by Community Services Minister Guy LeBlanc in response to concerns raised by the day care community and parents in Nova Scotia.

The purpose of the Round Table was threefold: (1) to determine a testing mechanism for the delivery of a salary enhancement grant to be extended to spaces in all registered, nonprofit centres; (2) to develop a strategy to assist the Department of Community Services in negotiations with the federal government on behalf of the private sector; and (3) to study and make recommendations concerning salaries, subsidized spaces, standards, and other important issues.

Nominations for the Round Table were submitted from across the province, and on April 12, 1990, the Minister announced that the Round Table would comprise representation from both the private and the nonprofit sectors of the day care community, and it would include parents and educators. The membership also reflects diverse regional representation.

The Round Table met for the first time on April 25, 1990, and soon thereafter formed several subcommittees to address those areas deemed to be priority concerns. The subcommittee structure widened the representation of the Round Table to include an additional 35 members and also provided the opportunity for written and oral presentations. The Round Table also received input through participation in the Minister's public hearings in September 1990 at five locations in the province.

The report and its recommendations are the culmination of a year of dedicated, voluntary effort by Round Table members, subcommittee members, and members of the day care community and public who participated in the process. It represents the first comprehensive review of the existing day care system in Nova Scotia since the 1983 Task Force on Day Care. Through this report, the Round Table proposes directions for the future development of day care in our province and outlines the steps that must be taken to ensure that day care services in Nova Scotia provide for greater accessibility, affordability, and quality.

In accordance with the original terms of reference, it is essential that the Minister reconfirm the Round Table on Day Care in Nova Scotia to ensure ongoing dialogue and consultation.

Terms of Reference of the Round Table on Day Care

The Round Table on Day Care is a committee formed by the Minister of Community Services to address the following day care issues:

1. development of an income-reporting process so that operating grants can be extended on behalf of all eligible spaces in registered nonprofit centres
2. salary
3. training
4. public education
5. program development
6. development of proposals
7. other issues as appropriate

COMMITTEE ORGANIZATION

1. The Round Table shall be composed of 13 members and a chairperson to be appointed by the Minister of Community Services.
2. Staff from the Department of Community Services shall serve as resource to the Round Table as appropriate.
3. The Minister of Community Services shall appoint an executive secretary to the Round Table.
4. Appointments to the Round Table shall be made in a staggered fashion so that 50 per cent of the Committee members are due for re-appointment on an annual basis.
5. The conduct of the Round Table shall be by parliamentary rules and procedures.
6. Administrative support to the Round Table shall be provided by the Department of Community Services.
7. Upon consultation with the Minister of Community Services, the Round Table shall establish consultation mechanisms with the wider day care community.
8. The Round Table shall forward its recommendations to the Minister of Community Services, who may report to stakeholders as progress warrants.
9. The Round Table shall determine the frequency of meetings.

Members of the Round Table

Chairperson:

Debi Forsyth-Smith
N. S. Advisory Council on the Status of Women

Members:

Valerie Blaauw
South End Community Day Care Centre, Halifax

Wanda Comeau
La Garderie Familiale de Clare, Church Point

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Bridgewater Day Care Centre, Bridgewater

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Free to Be Day Care, Truro

Dr. Jane Norman
Froebel Institute for Early Childhood Education

Wendy Ritcey
Parent/Consumer, Halifax

Joyce Ross
East Preston Day Care Centre, East Preston

Wilma Stewart
Children's Corner Day Care Centre, Cole Harbour

Raylene Theriault
Acadia Playtime Day Care Centre, Sydney

Susan Willis
Point Pleasant Child Care Centre, Halifax

Eve Wright
University Children's Centre, Halifax

Committee Reports to the Round Table

Salaries and Benefits

A well-paid, professional staff is an essential component of quality child care. In fact, studies have shown that this is the key component.[1] With government support, day care centres would be able to pay salaries that are commensurate with qualifications and experience without placing an undue financial burden on parents.

The task of the Salary Committee was to develop a salary scale for all child care workers in the province, taking into account training and experience; to propose minimum requirements for working conditions and benefits, including sick leave and vacation leave; to make funding recommendations applicable to both the nonprofit and private sectors, and to include differential rates for infants and children with special needs; and to propose a strategy for assisting directors and boards in the nonprofit sector, and owners in the private sector, to improve their financial management skills.

RECOMMENDATIONS

A day care teacher is a highly skilled and well-trained professional. The Committee based the following recommendations for salaries and working conditions on existing standards for occupations requiring similar skills and training, such as those listed in the Nova Scotia Civil Service classifications.

SALARY SCALE

The Committee believes that all day care workers in Nova Scotia should earn salaries commensurate with their training, experience, and responsibilities. Although it has been traditional in Nova Scotia for day care salary scales to be established on a centre-by-centre basis, the Committee believes that such a laissez-faire policy has outlived any usefulness.

The following proposed salary scale would serve as a guideline for all centres throughout the province. The benchmark "average salary figure guideline" of $18,500 (1990 dollars) applies to a Nova Scotia day care teacher who has completed a one-year early childhood education (ECE) training course and has been in the field for five years. The scale would also incorporate an annual cost-of-living adjustment.

The Committee did not fully take into account all currently existing job roles, such as aide, assistant, head teacher, supervisor, or categories of special needs day care. Note that job titles used in the scale (such as "day care teacher") are somewhat arbitrary; other designations, such as those used by the National Association for the Education of Young Children (e.g., "early childhood teacher") could also have been used.

The proposed salary scale for day care teachers is meant to serve as a reference point for calculating salaries for positions involving additional responsibilities. For example, head teachers and directors would add a specified amount to this base salary.

The scale assumes full-time employment as defined under "Benefits and Working Conditions" (page 11). Salaries would be prorated for part-time and overtime work.

The Committee considers its proposed scale as a floor, not a ceiling, for centres to use in setting salaries.

1. Day Care Teacher

TABLE 1
PROPOSED SALARY SCALE FOR DAY CARE TEACHERS
(1990 DOLLARS)

Salary Category	Experience					
	0-1 yr	1-2 yr	2-3 yr	3-4 yr	4-5 yr	+5 yr
1	12,900	13,400	13,900	14,400	14,900	15,400
2	16,000	16,500	17,000	17,500	18,000	18,500
3	17,500	18,000	18,500	19,000	19,500	20,000
4	19,000	19,500	20,000	20,500	21,000	21,500

"Salary categories" are defined as follows.

Level 1. Less than one year of formal ECE training. This category will be phased out by 1995.

Level 2. At least one year but less than two years of formal ECE training. Example: St. Joseph's Early Childhood Teacher Training Program, level 2 Child Development Service (CDS) on-campus program.

Level 3. Two-year diploma or related university degree plus mandatory ECE courses. Example: Holland College, level 4 (CDS) on-campus program.

Level 4. University degree in ECE. Example: Mount Saint Vincent University Bachelor of Child Study.

Level 5. Post-graduate degree in ECE. This category is not included in this salary scale but should be considered as the profession matures. Manitoba now offers a master's degree in ECE; other provinces are planning to add the degree in the near future.

2. Assistant Director/Head Teacher

The base salary would be computed according to the scale in Table 1; increments added to the base amount would reflect additional responsibilities, as follows.

TABLE 2
ADDITIONAL INCREMENTS FOR ASSISTANT DIRECTORS/HEAD TEACHERS
(1990 DOLLARS)

Level	No. of Staff Supervised	Salary Increment
1	1-4	500
2	5-8	1,000
3	8-16	1,500
4	over 16	2,000

3. Director

The base salary would be computed according to the scale in table 1; increments added to the base amount would reflect additional responsibilities and administrative training, as follows.

TABLE 3
ADDITIONAL INCREMENTS FOR DIRECTORS (1990 DOLLARS)

Level	No. of Staff Supervised	Salary Increment
1	1-4	1,500
2	5-8	3,500
3	8-16	6,000
4	over 16	9,000

4. Other Qualifications

Certification. All day care staff holding membership to the Certification of Early Childhood Educators would add $500 to their base salary.

Business Training. Directors with 240 hours of business training at either a diploma or a degree level (when this becomes available) would qualify for an additional $500.

Specialized Training. Training at either a diploma or degree level involving at least 240 classroom hours in such fields as special needs, after-school, or infant care would qualify staff working in those areas for an additional $500.

Prior Training Assessment. This issue was not directly addressed by the Committee. Clearly a Credentials Committee would be required to assess comparable training from other provinces. (See "Professional Advisory Board (Round Table," page 14.)

5. Family Day Care Staff

The Family Day Care Committee recommends that **by March 1992 family day care directors and home visitors follow the same salary guidelines as day care centre directors and staff.** Family day care staff should be incorporated into a provincial salary scale, with salaries for family day care staff being similarly based on qualifications of training and experience; a director's salary would also take into account the size of the agency/satellite.

Implementation of the Salary Grant

The Salary Committee has envisioned **a three-phase implementation process**, which has in part begun.

Phase 1 (April 1, 1990). Implementation of the salary enhancement grant for subsidized spaces, accounting for 2,020 spaces.

Phase 2 (January 1, 1991). Income testing of families in registered centres completed, accounting for approximately two-thirds of the remaining spaces in registered centres.

Phase 3 (April 1, 1991). $1.63 per day per licensed space (provincial portion; approximately one million dollars) awarded, accounting for all remaining 2,500 licensed full-day spaces.

The Committee recommends that **the Province develop further guidelines that would tie in to the Committee's strategic five-year plan for the implementation of benefits** (see below).

BENEFITS AND WORKING CONDITIONS

The Committee believes that a **basic floor of benefits and working conditions, higher than that of the Nova Scotia Labour Standards Code, should be required at all**

licensed centres. These revised standards, which would include provisions for sick leave, vacation leave, shared health and pension plans, and paid lunches, should be added to the Day Care Act.

The Committee proposes a phase-in period of five years, with mandatory steps at years one, three, and five.

1. Sick Leave

The basic allowance for paid sick leave would be one day per month, beginning in year one. Conditions such as accumulation and carry-over would be determined by each centre.

2. Vacation Leave

By January 1995 the allowance for vacation leave would be three weeks after one year of employment and four weeks after five years.

TABLE 4

PAID VACATION LEAVE (DAYS PER YEAR): FIVE-YEAR IMPLEMENTATION

Years of Employment Completed	1991	1993	1995
1	10	12	15
3	12	15	18
5	15	18	20

3. Lunch Break

All staff would be eligible for a 30-minute paid lunch break in year one (1991), a 45-minute lunch break in year three (1993), and a 60-minute lunch break in year five (1995). Anyone required to stay on premises during lunch would be compensated with equivalent time off.

TABLE 5

SUMMARY OF SICK LEAVE, VACATION LEAVE, AND LUNCH BREAKS

	Year 1	Year 2	Year 3	Year 4	Year 5
Paid sick days/month	1	1	1	1	1
Paid vacation days/year	10	10	12	12	15
Paid lunch break	30 min.	30 min.	45 min.	45 min.	60 min.

4. Benefits Package

A package including medical, dental, and pension benefits should be available on a province-wide cooperative basis for all centres by year three and implemented by year five. The Committee recommends that the Round Table continue to work in this direction.

5. Work Days

At the end of year one, full-time employment would be defined as a 7 1/2-hour work day with a 30-minute paid lunch; at the end of year two as a 7 1/4-hour work day with a 45-minute paid lunch; and at the end of year five as a 7-hour work day with a 1-hour paid lunch. Hours worked over these limits would be paid to scale, or be paid as overtime as defined in the Nova Scotia Labour Code.

Implementation of Benefits

The Committee recommends that **the Department assist each centre to develop a personnel policy by providing at no cost development workshops for board members.** The policy would include job descriptions, a formal grievance procedure, written contracts, a salary scale, and a description of benefits (health, pension, maternity, etc.). By year two there would be a written personnel policy in effect in each centre.

In order to implement new policies, **the Department would also sponsor administrative training workshops (including financial and personnel management) for directors.** Preparation for implementing the benefits package would be completed by year three.

The Department will monitor the progress of implementation through the review of each centre's annual report, which would include both the centre's strategic plan and the status of its implementation.

Cost of Implementation to Day Care Centres

The costs to centres of implementing the proposed sick leave, vacation leave, and lunch break benefits are shown in Appendix B.

DIFFERENTIALS

1. Higher Staff-to-Child Ratios

In order for the scale to be equitable in situations requiring a higher staff-to-child ratio, such as centres serving infants, toddlers, and children with special needs, the Salary Committee recommends that **a "weighting formula," similar to that of the Ontario Direct Operating Grant, be implemented immediately.** The salary enhancement grant as presently constituted only provides $5,000 per employee if the centre maintains a one-to-seven ratio and has all subsidized or subsidizable families.

2. Family Day Care

A November 1990 survey revealed that caregivers are currently paid between $9 and $13 per day per child. Based on a model that requires no less than 15 full-time children, **a caregiver could realistically be paid at 63 per cent of the per diem rate. The program's administrative body (the board of directors) should assume responsibility for developing guidelines for caregiver payments to appropriately compensate caregivers for training, education, and experience, based on available resources.**

GRANDPARENT CLAUSE FOR PRIVATE SECTOR

The Committee addressed the special problems facing licensed private day care centres, which were started under different conditions than they now face—that is, when there was no operating grant for nonprofit centres. It is proposed that **a salary enhancement grant to staff therefore be awarded to existing private centres.**

New private centres would not be faced with having to switch to "new rules" since their decision to start a business would be made within the context of the salary grant. Thus new private centres would not be eligible for the salary grant to staff.

Because the current operating grant creates severe inequalities among salaries of day care staff in private and public sectors, the Committee recommends that **the grant for both sectors be based on the number of licensed spaces, weighted for infants, toddlers, and children with special needs, in order to make operational the salary scale**

submitted by the Committee. Implementation of the salary scale is vital to ensuring provision of a professional day care staff in the province.

The Committee recognizes that currently the private sector is not eligible for Canada Assistance Plan (CAP) funding and is requesting only the provincial portion of that funding.

Eligibility

1. Only private centres licensed for full five-day weeks or that were formally involved in the licensing process for such by October 15, 1990, are eligible for the salary grant.

2. Private centres are to be assessed at their current licensed capacity, with an allowance for an additional 25 per cent of licensed spaces, within a ceiling of a 75-children maximum centre size.

3. In the event of a fire or acts of God, the owner will retain eligibility for the salary grant if she or he rebuilds within one year.

4. Access to the salary grant is transferable only to a buyer who does not already own and operate in excess of three centres in the province.

5. The owner must reside in the province of Nova Scotia to be eligible for the salary grant.

Accountability

1. The grant would be used entirely for salary enhancement. As part of the application process, the owner would be required to sign a statement confirming that 100 per cent of the grant would be used to raise salaries above their existing levels and above any regular cost-of-living increases.

2. The application form would provide baseline documentation of salary levels and individual wages, including annual cost-of-living increases.

3. Centres receiving the grant would be required to submit year-end statements to the Department and would be subject to spot audits by same.

4. Proof of salary payments, such as T4s, would be submitted to the Department yearly.

5. A centre's staff would be appraised in advance of the issuance of each quarterly salary grant.

PROFESSIONAL ADVISORY BOARD (ROUND TABLE)

The Committee recommends that **an ongoing body comprising a representative group of day care professionals, with access to Day Care Services staff, be formed.** This professional advisory board (Round Table) would meet regularly in order to address concerns and issues related to the Day Care Act and Regulations 15(1)(l), and to monitor and implement decisions and recommendations contained in this report. Provincial funding for staff and support services would be required.

In addition, **a number of standing committees would be struck, to address such issues as certification, compliance with the timetable put forth by the Salary Committee, development of a province-wide cooperative benefits package, training standards and equivalency, and training course accreditation.**

CONCLUSION

A strong day care system is a support to the economy of the province: wage earners become tax payers and consumers, which is ultimately of benefit to the government. During the Minister's public hearings held in September 1990 it also became evident that available, quality care is important to the functioning of a number of other social services; community agencies need access to day care in order to serve their clients—whether children or parents—effectively. Also, the implementation of the new Children and Family Services Act will require a day care system that is secure and viable.

A professional, stable staff is the foundation of a quality day care system. During the months of research and discussion that led to this report, it became apparent that the Committee's recommendations should be implemented as a package. To take pieces from the proposal would weaken and make ineffective the recommendations, since all are interrelated and of equal importance.

NOTES

1. M. Whitebook, C. Howes, and D. Phillips, "Who Cares? Child Care Teachers and the Quality of Care in America," final report of the National Child Care Staffing Study (Oakland, Calif.: Child Care Employee Project, March 1991); Manitoba Child Care Association, "Child Care Employee Salary and Working Conditions Survey."

Subsidized Spaces

One of the roles of the Day Care Services section of the Department of Community Services is to provide financial assistance through subsidization of day care cost. This subsidization is available to parents who demonstrate financial and social need.

The Subsidy Committee's task was to assess the availability of subsidized spaces in Nova Scotia; to make specific recommendations to increase the number of spaces, if appropriate; to examine the policy of other provinces with respect to direct subsidies to parents; to assess the feasibility of making subsidized spaces "portable," or transferable; and to target special needs areas.

CURRENT TRENDS

Each year more women with preschool children are participating in the work force; between 1981 and 1990 the percentage rose from 52 to 69, a climb of 17 per cent.[1] Often both parents must go to work in order to provide a reasonable standard of living for the family unit. This income is poured back into the economy and helps to generate economic growth and fund government services such as support for quality child care. In some cases, one parent is a student acquiring the skills needed to find adequate employment.

Single parent families are among the most vulnerable in our province. Statistically, these families have a far greater chance of being poor, with all the negative implications this entails. Statistics also show that this type of family is on the increase (a rise of 20 per cent between 1981 and 1986).[2] It is critical that single parents form a labour market attachment. However, at least 60 per cent of single parents have children within the age range where child care is needed.

Most single parent families are headed by women, and this compounds the need for affordable child care, since on average a woman earns 64 per cent of what a man earns.[3]

COST EFFECTIVENESS: A LARGER VIEW

Subsidized child care for low income families is cost-effective in both the short and the long term. When a single parent who is fully supported by social assistance enters the work force, there is often a decrease in the net cost to the government, even when child care subsidies and partial asistance are taken into account. In the longer term, it is likely that the employment experience will enable the parent to eventually become an independent member of the work force.

The High Scope Study in the United States indicated that, by the age of 19, children from families with low income who had participated in a quality child care program were more likely to be literate, to have progressed in school, and to have enrolled in post-secondary education. They were also more likely to obtain full-time employment.

By providing financial assistance for day care, our provincial government will help to alleviate stress in families where children are at risk while providing parents with the opportunity to acquire skills needed to become productive members of the work force.

A PROFILE OF NEED

The subsidized spaces now available in the province are utilized at a rate of 92.7 per cent, and because all centres are not open 12 months of the year, this indicates a near-maximum or maximum utilization.

The Committee conducted a survey of nonprofit child care centres in a sampling of areas in Nova Scotia to assess overlap in the waiting lists of families in need of subsidized child care. The results show that although there are regional differences in the need for

child care service, the most pronounced overall need is for children three to five years old. Interestingly, there was only a small duplication (5.9 per cent) whereby parents had put their name on more than one list. As a result of these findings, the Committee has concluded that the factor of duplication is not as significant as is commonly thought and that there is an insufficient number of subsidized spaces to meet the present and increasing needs of Nova Scotia families.

RECOMMENDATIONS

INCREASED SPACES

The Committee recommends that **the Department of Community Services phase in 2,500 new subsidized day care spaces in Nova Scotia over the next five years, at the rate of 500 new spaces per year, beginning in 1991.**

It is recommended that **85 per cent of the new spaces be allotted to the following groups,** according to the greatest need:

- centres that qualify for subsidies but do not have any available to them (specific cases such as on-campus nonprofit centres and child care for shift workers may need to be addressed)
- family day care homes
- registered centres that have already requested additional subsidized spaces
- areas where new registered nonprofit centres may open
- private centres that are willing to convert completely to nonprofit

SPECIAL NEEDS

The Committee recommends that **5 per cent of the new spaces be allotted to children with special needs.** The Department would annually review the need for additional spaces, with input from the day care community, and increase this when needed.

INFANT AND TODDLER CARE

The Committee recommends that **5 per cent of the new spaces be allotted to infant and toddler care,** with the condition that

1. special standards for infant and toddler care be established
2. the staff-to-child ratio be revised such that the ratio does not exceed one staff member to four children aged 0–18 months and one staff member to six children aged 19–30 months

It is further recommended that a differential rate of ten dollars a day be established for children 0–18 months and five dollars a day for children 19–30 months and that the differential rate be given to existing nonprofit centres with established infant and toddler care.

The need for additional spaces for infants and toddlers would be reviewed annually by the Department, with input from the day care community, and the number of spaces increased as needed.

PRIVATE SECTOR

The Committee recommends that **5 per cent of the new spaces be allotted to parents wishing to use the private sector,** on a first-come, first-served basis. This would be especially useful to parents in rural areas where there are no registered centres or to families

in communities where registered centres have no available spaces. It would also help ensure a socio-economic mix in subsidized day care, in the event that registered centres become totally subsidized.

The Committee recommends, as did the Task Force on Day Care (June 1983), that **the Department set up a pilot project to assess the subsidization of families wishing to place their children in a privately owned centre. Eligibility of families should be determined by a needs test developed specifically for this purpose.**

To qualify, a private centre must have the following:

1. a board of directors comprising parent, staff, and community representation
2. a legally constituted set of by-laws stating the goal of quality care
3. financial accountability to the Department
4. an admissions committee with composition identical to that of nonprofit centres
5. a guarantee of nonprofit status of subsidized spaces
6. licensing dated October 15, 1990, or earlier

The Committee recognizes that the recommendation with respect to the private sector does not fully address the requests by private day care operators and parents for subsidization. There must be further discussion on this issue at both intra-provincial and federal/provincial levels.

SPACES CARRIED OVER

The Committee perceives the need to increase the number of subsidized spaces as critical in providing an accessible child care system in Nova Scotia. In this light, the Committee sees the recommendation to increase the number of subsidized spaces by 500 each year for the next five years as being so fundamental that it suggests that, **should any qualifying conditions with regard to infant care, children with special needs, or the private sector not be met, those subsidized seats not lapse but be carried forward into the next year's allocation.**

PORTABILITY

It was a task of this Committee to discuss the feasibility of the "portability" of subsidized spaces, which was understood as meaning the parents' prerogative to carry their subsidy from centre to centre or region to region. After lengthy discussion the Committee concluded that this would result in serious administrative problems for all concerned and should therefore **not be considered as a viable method of allocation.**

ALLOCATION ISSUES

The present system whereby a fixed number of spaces are allocated to a centre based on established need is only adequate provided there is a sufficient increase in the spaces available to parents on a yearly basis. Problems involving the allocation of subsidized spaces will gradually decrease as the number of subsidized spaces increase in accordance with the Committee's recommendations.

The Committee recommends that the **allocation of subsidized spaces be reviewed yearly by the Department, with input from the day care community,** so that spaces can be utilized in an efficient and accessible way by Nova Scotia families.

CONCLUSION

With the growing trend of women with young children entering the labour force and the increase in single parent families, there is a corresponding, urgent need for more accessible, affordable child care in Nova Scotia. The Committee therefore requests that its recommendations to increase the number of available subsidized spaces be addressed immediately. This will result in both short- and long-term benefits to parents and to the province as a whole.

NOTES

1. Statistics Canada, "Estimates of Family Composition, by Labour Force Characteristics" (June 1990).

2. Statistics Canada, 1986 Census of Canada, no. 93–106.

3. Statistics Canada, "Earnings of Men and Women," nos. 13–217 and 13–577. Although there has been some fluctuation in the female-to-male earning ratio in recent years, no real improvements have been made. In 1971, Nova Scotian working women earned approximately 64 cents for each dollar earned by Nova Scotian men, and this was still true in 1988.

Review of the Day Care Act and Regulations

The Review Committee undertook a general review of all aspects of the Nova Scotia Day Care Act and Regulations (1978), including all amendments. The Committee invited specialists in areas such as infant care, family day care, and special needs to address their area of expertise with respect to the contents of the Act.

The Committee feels that, given the broad scope of its mandate, the time constraints involved in preparing this report, and the need for continued input from all constituent groups, the Review Committee should be an ongoing, standing committee of the Round Table.

RECOMMENDATIONS

LICENSING AND ENFORCEMENT STAFF

Since many of the presentations to the Committee pertain to levels or standards of enforcement, support, and education, and given that the human resources of the Day Care Services office are limited at best, the Committee recommends that **the Department of Community Services immediately secure three additional positions within Day Care Services, Main Office, for the purpose of licensing and enforcement.**

Furthermore, it is recommended that **all regional workers responsible for the licensing and regulation of child care services undergo training specific to the task and that licensing and inspection be the responsibility of those with specific knowledge of the early childhood field, both practically and theoretically.**

SPECIAL AREAS

Care options in Nova Scotia have developed significantly over the past several years. The pace of this development has underscored some striking omissions in the present Regulations. In particular, the Committee recommends that **the Department immediately begin the process of developing guidelines specific to infant care and health, extended-hour care, nutrition, family day care, special needs programs, school-age programs, boards of directors, and recreational programs.**

These guidelines would be developed in a public process and in conjunction with child care professionals and incorporated, wherever possible and feasible, into the revision of the Act and Regulations.

In this respect the Family Day Care Committee recommends that the number of children a caregiver in a family day care home may provide for be based on the ages of the provider's own children, the size of the home, and the care requirements of the children (including special needs). The Family Day Care Committee further recommends that **one of its own members be used as a resource in the ongoing process of including the concerns of family day care in the Day Care Act.**

INFORMATION PACKAGE

Many of the problems encountered by prospective and current child care centre operators in Nova Scotia stem from the lack of a comprehensive package of information related to child care operations, such as requirements of the Department of Municipal Affairs (National Building Code), the Department of Health and Fitness (public health and nutrition), the Department of Small Business Development, and the Department of Labour (Labour Code and fire regulations), plus the varied and sundry child care-related guidelines in various stages of completion. The present piecemeal approach leads to confusion and misunderstanding, and differences in interpretation are perceived as inconsistency.

Therefore, the Review Committee recommends that **the Department immediately develop a comprehensive information package, to be made available to all current and potential child care centre operators.**

STANDARDIZED FORMS

The child care operator must keep a significant number of forms and records. The development of these forms is generally outside the operator's expertise, and given the sensitive nature of the information requested (such as legal and medical), as well as the need to promote consistency, the Review Committee recommends that **the Department immediately develop, with input from the appropriate professions, standardized key forms, to be circulated to all child care operators in Nova Scotia.** These forms would include, yet not be restricted to, intake medicals, staff medicals, emergency consent forms, and medication consent forms.

IMMEDIATE REVISIONS: LABOUR CODE AND STAFF-TO-CHILD RATIOS

The Committee realizes that the rewriting of the Act and Regulations, while needed, will take some time and will not address the immediate needs of the children of Nova Scotia, the child care community, or the Minister. From recommendations received by committees of the Round Table to date, it is apparent that some immediate revision of the Regulations is required if the momentum of this group is to continue and the expectations of the profession, as well as those of the general public, are to be met.

The Committee therefore recommends the following immediate revisions, specifically to support and respond to the recommendations of the Salary and Subsidy committees of the Round Table.

Availability of the Labour Code

It is recommended that **the Department immediately require all centres, as a condition of licensing, to post Nova Scotia Labour Standards Code items pertinent to day care in a conspicuous place, to make the entire Labour Code available to staff on the premises, and to adhere to all provisions of the Labour Code.**

Infant Staff-to-Child Ratios

Section 22(1) of the Nova Scotia Day Care Act and Regulations currently reads: "For facilities currently providing a full day program, the ratio of staff working directly with children shall be no lower than one staff to seven children, for children under five years of age."

Given the specialized care required by children under two years of age and the need to provide programs of high quality which, by definition, indicate lower staff-to-child ratios than are currently regulated, it is this Committee's recommendation that **the Department immediately review the current ratios for infant and toddler care and that any change in this regard establish a limit of one staff member to not more than four children 18 months or younger.**

OVERLAP OF THE REVIEW AND LEGISLATIVE COMMITTEES

In response to the need to rewrite the Day Care Act and Regulations, and to do so through a well-thought-out, comprehensive, public process, a Legislative Committee has been struck, following the recommendation of the Review Committee.

In order to facilitate the flow of information and to avoid duplication among the Review Committee, the Round Table, and the Legislative Committee, and to ensure continuity, the Committee has also recommended that **the Department appoint two members of the**

currently sitting Review Committee to the Legislative Committee, based on the recommendation of the Review Committee.

CONCLUSION

One of the main concerns of early childhood educators, staff, and parents in Nova Scotia has been the lack of reasonable long-range planning to address the complexities of developing an effective and responsive day care program in this province.

Because of the limitations of its terms of reference, the Review Committee has not addressed the desire of the profession to promote increased levels of quality in standards of practice and theory. However, it is this Committee's opinion that services to young children require the financial support of government.

In this regard, the Committee recommends that the Minister continue to procure increased funding for the development of high-quality innovative programs for young children, such as monies for increased subsidized spaces, capital funds, a continued commitment to promoting equitable salaries for child care professionals, and financial support via professional services, certification, and accreditation models.

Due to the need for greater public education regarding the components of quality child care services, the Committee recommends that the Department, in conjunction with early childhood education professionals, actively promote the education of the general public with regard to the nature and composition of quality as it pertains to the care of the young child.

Federal/Provincial Funding

To make child care more available and affordable to more Nova Scotia families there must be an increase in subsidized spaces, and income guidelines for subsidies must be adjusted.

One of the greatest barriers to employment outside of the home is the lack of sufficient affordable, accessible, and flexible child care options for low income and middle income families.[1] Other issues addressed in this report include salaries of child care workers, which are presently below the poverty line, and the regressive nature of the child care expense deduction, which is worth more in income tax savings to higher income families than to lower income families (for example, families earning over $55,000 save an average of $1209 while families earning less than $27 500 save $527).[2] Although tax credits do provide some financial relief to parents who have access to child care, they do not address the crises in the licensed child care system in Nova Scotia: new spaces are not created, and already existing child care centres are not improved or strengthened.

The Federal/Provincial Committee's discussions centred around the existing federal/provincial cost sharing mechanism, the Canada Assistance Plan (CAP). CAP has allowed for expansion and growth in agencies and will continue to cost share with Nova Scotia as resources become available in this province. Although the problems in the existing child care system are not primarily CAP invoked, it is recommended that the Province utilize CAP funding to its full limit.

Awareness of the services provided by the private (commercial) sector of the Nova Scotia child care delivery system was a factor throughout all Committee discussions. Private centres have had to deal with similar problems to those faced by the nonprofit sector but without having assistance from government to supplement salaries, parent fees, and equipment. In order for Nova Scotia families to have accessible and affordable care for their children, the needs of both sectors have to be addressed. Families and child care operators in Nova Scotia cannot afford to pay more; parents are at their limit; and staff in child care centres can no longer afford to subsidize the system with low salaries.

The Province should encourage municipalities to play a role in child care initiatives. Direct assistance includes such measures as provision of low rent and rent-free premises, capital funding, and exemption from taxes.

Shortages in specific care areas such as infant care and children with special needs must be met. A differential in the per diem rate and operating grants should be established in order to cover the actual costs of delivery in such services.

Child care is a family issue and an economic issue. Nova Scotia families need to work, and the Nova Scotia economy needs families working.

The Federal/Provincial Committee has made recommendations regarding the funding of the direct child care service system in the following areas:

1. directions for federal/provincial funding structure: how the Province has opted to use federal guidelines, including income guidelines, number of subsidies, and salary enhancement grants
2. differential funding structure for infants, school-aged children, and children with special needs
3. the role of the municipality in funding
4. a proposed system of tax credits: feasibility of paying a portion of parents' fees directly to parents
5. affordability of child care to families

RECOMMENDATIONS

FEDERAL BUDGET

In their report "Children in Poverty: Toward a Better Future" the Standing Senate Committee on Social Affairs, Science and Technology recommends that "the Federal government, in collaboration with the provincial and territorial governments, set a policy on national child care outlining a range of child care options as quickly as possible."[3] If the federal government decides to approach the Province of Nova Scotia, the Committee would be pleased to act as a resource to the Minister.

The Committee recommends that **the implications of the federal budget of 26 February 1991 on federal/provincial funding be discussed with the Minister of Community Services.** The following areas are highlighted.

1. With legislated limits being set on spending, the Committee is concerned that new child care initiatives will not be financed and requests an opportunity for input. The Committee also asks that Nova Scotia express a concern about this limit to the federal government in whatever way is appropriate; if the opportunity arises, the Committee is willing to assist the Minister in expressing this concern.

2. The review of transfer mechanisms for federal/provincial fiscal arrangements causes concern if the review is solely through finance departments of both governments without representation or input from other departments and programs. Child care initiatives and existing child care arrangements could be at risk. The Committee requests input on review of fiscal arrangements and encourages same for the Ministry.

3. The Committee is concerned that the federal funding cut of 25 million dollars from advocacy and interest groups causes strain on the provincial funding for such groups and thus potentially results in fewer dollars for child care.

SUBSIDIZED SPACES

The Committee supports the recommendation of the Subsidy Committee to increase the number of subsidized spaces by 2,500, at a rate of 500 per year over the next five years.

The Committee recommends that **federal funding be provided for parents who are using the private sector and that the Province begin negotiations with the federal government toward devising a mutually agreeable enriched needs test that would be used to determine eligibility for this funding.**

The recommendations for a grandparent clause are as follows:

1. Only private centres licensed for full five-day weeks or that were formally involved in the licensing process for such by October 15, 1990, are eligible for subsidized seats through the enriched needs test.

2. Private centres are to be assessed at their current licensed capacity, with an allowance for an additional 25 per cent of licensed spaces, within a ceiling of a 75-children maximum centre size.

3. In the event of a fire or acts of God, the owner will retain eligibility for the salary grant if she or he rebuilds within one year.

4. Access to subsidized seats through the enriched needs test is transferable only to a buyer who does not already own and operate in excess of three centres in the province.

5. The owner must reside in the province of Nova Scotia to be eligible for subsidized seats through the enriched needs test.

In addition, the Committee recommends that the possibility of tying such grants as salary enhancement and equipment to this same mechanism be researched (see, for example, "Grandparent Clause for Private Sector," page 13).

The Committee recommends that **there be an assessment of the number of spaces utilized through the enriched needs test after a five-year period,** in order to address child care needs in Nova Scotia.

The Committee recommends that **an extension of the income guidelines be phased in over the next five years so that the two-tier system of assessing subsidy and salary enhancement be merged into one, with a ceiling not lower than that used for the existing salary enhancement grant.**

DIFFERENTIAL FUNDING

Infant and Toddler Care

The Committee recommends that **a differential per diem rate be established that reflects the actual costs of providing care for infants and toddlers, and that equipment grants be increased to cover the initial and ongoing costs involved in such care.**

Special Needs

The Committee recommends that **the Department assess funding for children with special needs to ensure that those most challenged children will have access to child care options. It is also recommended that those centres that provide child care to children with special needs be given equipment grants to cover the additional costs specific to providing that care.**

MUNICIPAL FUNDING

The Committee recommends that **the Province encourage municipalities to supplement child care initiatives** and that the Department of Community Services facilitate negotiations toward

1. eliminating the business occupancy tax on all child care centres
2. encouraging the development of more accessible zoning by-laws
3. providing in-kind services that would assist child care centres
4. assisting nonprofit centres with capital expenditures

ACCOUNTABILITY

It is recommended that **any agency receiving funding from the Department**

1. **be legally incorporated**
2. **be financially accountable to the Department**
3. **possess an admissions committee** comprising no fewer than three persons, at least one of whom shall be knowledgeable in early childhood development, and one of

whom may be a parent, to establish criteria and make decisions respecting the admission of children to the facility

4. **submit a budget to the Department** showing that all monies are being applied to approved cost centres

5. **possess a professional advisory board (Round Table) that consults with the centre's administration on broad policies and approves the budget submitted to the Department**

OTHER RECOMMENDATIONS

The Committee recommends that **child care services be exempt from paying the Goods and Services Tax and the Provincial Sales Tax** as a matter of principle.

The Committee recommends that **a mechanism be developed to facilitate the change of a centre's status from private to nonprofit** for those centres that wish to access current CAP funding.

The Committee recommends that **the larger day care community provide the Department with ongoing input regarding changes and issues within the Nova Scotia day care system** (i.e., a professional advisory board/Round Table).

Because of the difficulty of accessing capital funding in the nonprofit sector, it is recommended that **capital grants be made available to nonprofit groups for the purpose of developing child care services.**

The Committee recommends that **the Department fund a mechanism to identify child care needs in Nova Scotia communities and to assist those communities in developing services to meet family child care needs.**

It is recommended that **the issue of a differential funding structure for school-aged child care be addressed at a later date,** since this Committee was unable to do so adequately within the given time frame.

NOTES

1. Marsden and Robertson, "Children in Poverty: Toward a Better Future,"report of the Standing Senate Committee on Social Affairs (Ottawa, 1991).

2. Ibid., pp. 17–18.

3. Ibid., p. 18.

Training and Certification

The Training and Certification Committee undertook to examine fully the education and training programs for early childhood education in Nova Scotia; to make recommendations, if appropriate, regarding these programs; and to make recommendations for revisions to the present legislation pertaining to qualifications of day care personnel.

In order to fulfill this mandate, the Committee reviewed the qualifications of current day care teachers, along with legislation from this and other provinces related to training and qualifications. The Committee also reviewed, in some detail, education and training programs in Nova Scotia and considered submissions to the Round Table regarding qualifications, training, and certification.

RECOMMENDATION

Unfortunately, many of the issues involved could not be addressed thoroughly enough, within the scope and time frame allowed, to result in specific recommendations. It is therefore recommended that **the Round Table establish a standing committee on training, education, and certification to carry out the Committee's original mandate.**

Family Day Care

BACKGROUND

Family day care is care offered in an approved home rather than in a day care centre. This type of care has been identified as a viable means of meeting several needs, including rural child care, infant and after-school care, care with flexible hours, and the maintenance of family groupings in a home environment.

The day-to-day operations of a family day care program are administered by the program's director. In larger programs the director may be assisted by a home visitor. The home environment is monitored regularly as a requirement for maintaining its "approved" rating, and caregivers associated with a family day care organization receive regular support and information through home visits and mandatory training workshops.

In Nova Scotia, family day care began as a satellite program offered through an existing day care centre. In the original model, care was provided for infants in homes approved by the licensed centre. Today, the satellite programs offer care to infants, preschoolers, and school-aged children. Three such programs exist through Colchester Community Day Care in Truro, Evangeline Day Care in Kentville, and Wolfville Children's Centre in Wolfville.

In 1980 a family day care pilot project, independent of a centre-based program, was established in Sackville by the Department of Community Services. An evaluation of this project conducted in 1981 concluded that family day care was a viable form of day care. Subsequently, the Sackville Family Day Care Association became incorporated as an independent nonprofit association. Since then, two additional programs have been developed in the province: La Garderie Familiale de Clare in the municipality of Clare, Digby County, and the Guysborough Family Day Care in Guysborough.

The associations operate their programs under a license granted to the board of directors. Collectively, these family day care programs are licensed to accommodate 115 full-time children; 95 of these spaces are subsidized. A satellite family day care program operates under a license granted to the day care centre. Subsidized spaces as allocated to the centre may be applied to the satellite's program.

The Day Care Act and Regulations govern the standards by which a family day care program is required to operate in Nova Scotia. The "Guidelines for Operating Family Day Care in Nova Scotia" manual, approved by Day Care Services, serves to interpret the Day Care Act as it applies to the mandate of family day care.

In October 1987 the provincial Family Day Care Association was formed. It comprises representatives from the three agency-based programs and the three satellite-based programs. In recent years a national Family Day Care Association has evolved and includes representation from Nova Scotia.

RECOMMENDATIONS

Family day care is an important part of day care in Nova Scotia and must be integrated into future government initiatives in Day Care Services. Specific recommendations pertaining to salaries and to the Day Care Act have been incorporated into the reports of the Salary and Review committees, respectively (see page 11, "Family Day Care Staff" and page 20 "Special Areas").

ONGOING COMMITTEE WORK

The Family Day Care Committee has determined that it needs to be ongoing in order to complete the following tasks:

1. develop models for future growth in Nova Scotia, specifically for urban, rural, and satellite family day care. Any of these could also be easily adopted to meet workplace day care needs. A presentation will be made to the Workplace Day Care Committee
2. compile, in conjunction with the Department of Community Services, "Steps for Establishing a Family Day Care Agency"
3. formulate recommendations for future committees, in such areas as public education, special needs, and informal day care
4. further develop specific training models and resource materials

CONCLUSION

It is important that family day care be acknowledged as an important aspect of day care in Nova Scotia and integrated into the day care community.

To facilitate growth, models for new programs have to be identified and developed. For example, workplace day care is a new direction; other models could include family day care for special needs children and resource models for service delivery.

More subsidized spaces are needed if new programs are to be economically viable. Indeed, an agency without subsidized spaces could not meet the needs of rural or satellite programs.

Existing educational programs could include family day care training components and also foster awareness of family day care as a career choice.

The ongoing development of the provincial Family Day Care Association, as well as linkage with the national Association, will be important aspects of future growth of family day care in the province.

Summary

The recommendations in this report have been formulated by the committees of the Round Table through intensive research, deliberation, and dialogue. During this year-long process, the committees received broad-based input from agencies, interest groups, and the Nova Scotia public through a series of public hearings as well as through numerous submissions and presentations, both offered and solicited.

The Round Table maintains that the recommendations regarding subsidized spaces and salaries are of the greatest priority, specifically recommendations 13 and 10. The implementation costs for the priority recommendations contained in this report are available upon request from the Department of Community Services.

The Round Table submits that a well-funded day care system is a support to the economic and social well-being of the province. As day care becomes more accessible, more parents are able to lead financially productive lives. Day care becomes affordable to low and middle income families, often replacing the need for social assistance. And support for a professionally trained and well-paid staff means that the day care system as a whole is strengthened and that the children of Nova Scotia receive quality care and a solid foundation on which to build their future.

LIST OF RECOMMENDATIONS

The committees of the Round Table respectfully recommend to the Minister of Community Services that:

SALARIES AND BENEFITS

1. the proposed salary scale, as outlined in this report, be established as a floor for all day care centres in Nova Scotia; the scale is based on training, experience, and responsibilities and includes provisions for certification, business training, and specialized training

2. family day care directors and home visitors follow the same salary guidelines as day care centre directors and staff

3. the salary scale be implemented in three phases: the salary enhancement grant for subsidized spaces, accounting for 2,020 spaces, allocated as of April 1, 1990; income testing of families in registered centres, accounting for approximately two-thirds of the remaining spaces in registered centres, completed by January 1991; $1.63 per day per licensed space (the provincial portion), to cover the remaining 2,500 licensed full-day spaces, allocated by April 1, 1991

4. a revised minimum standard for benefits, outlined in this report and including provisions for sick leave, vacation leave, shared health and pension plans, and paid lunch breaks, be phased in over a period of five years, with mandatory steps at years one (1991), three (1993), and five (1995). Specifically:
   - sick leave of 1 day per month, beginning in year one
   - vacation leave of 15, 18, and 20 days per year after one, three, and five years of employment, respectively, by year five
   - one-hour paid lunch break by year five
   - a package including medical, dental, and pension benefits available on a province-wide cooperative basis by year three and implemented by year five

- a full-time work day defined as seven hours (plus one-hour lunch break) by the end of year five

5. the Department assist each centre to develop a personnel policy by providing at no cost personnel management workshops for board members; by year two a written personnel policy would be in effect in each centre

6. the Department sponsor at no cost administrative training workshops (including financial and personnel management) for directors; preparation for implementing the benefits package would be completed by year three

7. the Department monitor the progress of implementation of benefits through the review of each centre's annual report, which would include both the centre's strategic plan and the status of its implementation

8. a weighting formula be implemented to reflect the higher staff-to-child ratios required for infant and toddler care and special needs

9. by March 1992 agencies/satellites pay a minimum of 63 per cent of the per diem to caregivers in family day care centres; the program's board of directors would assume responsibility for developing a salary scale to appropriately compensate caregivers for training, education, and experience, based on available resources

10. a salary enhancement grant be awarded to both nonprofit and private centres (offering full-day, full-week programs) on the basis of their licensed spaces, taking into account a formula weighted for infants, toddlers, and children with special needs. In order to be eligible, centres must adhere to accountability guidelines detailed in this report.

11. an ongoing professional advisory board (Round Table), comprising a representative group of day care professionals, with access to Day Care Services staff, be formed in order to address issues related to the Day Care Act and Regulations and to monitor and implement decisions and recommendations resulting from this report

12. a number of standing committees be struck, to address such issues as certification, compliance with the timetable put forth by the Salary Committee, development of a province-wide cooperative benefits package, training standards and equivalency, and training course accreditation

SUBSIDIZED SPACES

13. 2,500 new subsidized day care spaces be phased in over the next five years, at the rate of 500 new spaces per year, beginning in 1991.

14. 85 per cent of the new spaces be allotted to the following groups, according to the greatest need:
    - centres that qualify for subsidies but that presently do not have any available
    - registered centres that have already requested additional subsidized spaces
    - areas where new registered nonprofit centres may open
    - private centres that are willing to convert completely to nonprofit
    - family day care homes

15. 5 per cent of the new spaces be allotted to children with special needs; the Department would annually review the need for additional spaces, with input from the day care community, and increase this number when needed

16. 5 per cent of the new spaces be allotted to infant and toddler care, under the following conditions:
    - the establishment of special standards for infant care and toddler care
    - a revision of the staff-to-child ratio, such that the ratio does not exceed one staff member to four children aged 0-18 months and one staff member to six children aged 19-30 months

17. a differential rate of ten dollars a day be established for children 0-18 months and five dollars a day for children 19-30 months, with the differential rate to be given to existing nonprofit centres with established infant and toddler care

18. the need for additional spaces for infants and toddlers be reviewed annually by the Department, with input from the day care community, and the number of spaces increased as needed

19. 5 per cent of the new spaces be allotted to parents wishing to use the private sector; these spaces would be made available to parents on a first come, first served basis. To qualify, a private centre would need to have the following:
    - a board of directors comprising parent, staff, and community representation
    - a legally constituted set of by-laws stating the goal of quality care
    - financial accountability to the Department
    - an admissions committee with composition identical to that of nonprofit centres
    - a guarantee of nonprofit status of subsidized spaces
    - licensing dated October 15, 1990, or earlier

20. a pilot project be set up to assess subsidization for private centres

21. a needs test be developed to determine eligibility of families wishing to place their children in a privately owned centre (see recommendation 36)

22. should any qualifying conditions with regard to infant care, children with special needs, or the private sector not be met, those subsidized seats not lapse but be carried forward into the next year's allocation

23. portability (carrying over a subsidy from one centre to another) not be considered a viable method of allocation

24. the allocation of subsidized spaces be reviewed yearly by the Department, with input from the day care community

THE DAY CARE ACT AND REGULATIONS

25. the Department immediately secure three additional positions within Day Care Services for the purpose of licensing and enforcement of standards and Regulations

26. all regional workers responsible for the licensing and regulation of child care services undergo training specific to the task and that licensing and inspection be the responsibility of those with specific knowledge of the early childhood field, both practically and theoretically

27. the Department immediately begin the process of developing, through a public process, guidelines specific to infant care and health, extended-hour care, nutrition, family day care, special needs programs, school-age programs, boards of directors, and recreational programs; these guidelines would be incorporated, wherever feasible, into the revision of the Act and Regulations

28. a member of the Family Day Care Committee act as a resource person for the Review Committee in reviewing the Day Care Act and Regulations

29. the Department immediately develop a comprehensive information package related to the requirements of operating a day care centre, including guidelines from the Department of Health and Fitness, the Department of Municipal Affairs, the Department of Small Business Development and the Department of Labour, and that this package be made available to all present and potential child care centre operators in Nova Scotia

30. the Department immediately develop, with input from the appropriate professions, standardized key forms, such as intake medicals, staff medicals, emergency consent forms, and medication consent forms, and that these be circulated to all child care operators in Nova Scotia

31. the Department immediately require all centres, as a condition of licensing, to post Nova Scotia Labour Code items pertinent to day care in a conspicuous place, to make the entire Labour Code available to staff on the premises, and to adhere to all provisions of the Labour Code

332. the Department immediately review the current ratios for infant care and that any change in this regard establish a limit of one staff member to not more than four children 18 months or younger

33. the Department appoint two members of the currently sitting Review Committee to the Legislative Committee, based on the recommendation of the Review Committee

FEDERAL/PROVINCIAL FUNDING

34. the Minister be alerted to the Federal/Provincial Committee's concerns regarding implications of the federal budget of 26 February 1991 and, where appropriate, invite the Committee's input either prior to or during discussions with the federal government. Particular areas of concern are
    - legislated spending limits, which could have an impact on new child care initiatives
    - the need for representation in the review of transfer mechanisms for federal/provincial fiscal arrangements
    - the federal funding cut of 25 million dollars from advocacy and interest groups, which causes strain on the provincial funding for such groups and thus potentially results in fewer dollars for child care

35. the federal government provide funding for parents who are using the private sector and that the Province begin negotiations with the federal government toward devising an enriched needs test that would be used to determine eligibility for this funding. To qualify, a private centre would have to fall within the guidelines of the grandparent clause detailed in this report. It is also recommended that the possibility of tying such grants as salary enhancement and equipment to this same mechanism be researched

36. there be an assessment of the number of spaces utilized through the enriched needs test after a five-year period

37. an extension of the income guidelines be phased in over the next five years so that the two-tier system of assessing subsidy and salary enhancement be merged into one, with a ceiling not lower than that used for the existing salary enhancement grant

38. equipment grants be increased, to cover the initial set-up and ongoing costs involved in infant and toddler care

39. a differential per diem rate be established that reflects the actual costs of providing infant and toddler care, and that equipment grants be increased to cover the initial and ongoing costs involved in such care

40. the Department review funding for children with special needs and that those centres that provide such care be given equipment grants to cover the additional costs involved

41. the Province encourage municipalities to supplement child care initiatives and that the Department facilitate negotiations toward
    - eliminating the business occupancy tax on all child care centres
    - encouraging the development of more accessible zoning by-laws
    - providing in-kind services that would assist child care centres
    - assisting nonprofit centres with capital expenditures

42. any agency receiving funding from the Department
    - be legally incorporated
    - be financially accountable to the Department
    - have an admissions committee as defined in this report
    - submit a budget to the Department showing that all monies are being applied to approved cost centres
    - have a committee that consults with the centre's administration on broad policies and approves the budget submitted to the Department

43. child care services be exempt from paying the Goods and Services Tax and the Provincial Sales Tax

44. a mechanism be developed to facilitate the change of a centre's status from private to nonprofit for those centres that wish to access current CAP funding

45. the larger day care community provide the Department with ongoing input regarding changes and issues within the Nova Scotia day care system

46. capital grants be made available to nonprofit groups for the purpose of developing child care services

47. the Department fund a mechanism to identify child care needs in Nova Scotia communities and to assist those communities in developing services to meet family child care needs

48. the issue of a differential funding structure for school-aged child care be addressed in the near future

TRAINING AND CERTIFICATION

49. the Round Table establish a standing committee on training, education, and certification to examine issues and make recommendations, where appropriate, for changes in education/training programs in early childhood education and for revisions to present legislation pertaining to qualifications of day care personnel

Appendix A
Members of the Round Table Committees

SALARY COMMITTEE

Valerie Blaauw (Chair)
South End Community Day Care Centre, Halifax

Rhonda Dixon
Dartmouth Developmental Centre, Dartmouth

Barbara Findlay
Happy Hollow Preschool, Halifax

Gail Gardiner
Wee Care Developmental Centre, Halifax

Elizabeth Hessian
Chestnut Street Day Care, Halifax

Sharon Hope Irwin
Special Link, Sydney

Wendy Hughes
House of Children, New Glasgow

Dawn MacFarlane-Smith
Bridgewater Day Care Centre, Bridgewater

Joyce Ross
East Preston Day Care Centre, East Preston

Wilma Stewart
Children's Corner Day Care Centre, Cole Harbour

SUBSIDY COMMITTEE

Raylene Theriault (Chair)
Acadia Playtime Day Care Centre, Sydney

Alice Chadwick
Dartmouth Day Care, Dartmouth

Vicki Chaisson
Burnside Children's Centre, Dartmouth

John MacGillivray
Department of Community Services

Annika MacInnes
Free to Be Day Care, Truro

Shulamith Medjuck
Department of Community Services

Wendy Ritcey
Parent/Consumer, Halifax

Margie Vigneault
North End Day Care, Halifax

REVIEW COMMITTEE

Susan Willis (Chair)
Point Pleasant Child Care Centre, Halifax

Lori Ann Brown
Huggy Bears Child Care Centre, Barrington Passage

Joanne Coffin
Department of Community Services

Wanda Comeau
La Garderie Familiale de Clare, Church Point

Jenny Hawke
Pictou Children's House, Pictou

Jane Norman
Froebel Institute, Truro

Sarah Stouffer
Children's Place Day Care, Antigonish

Eve Wright
University Children's Centre, Halifax

FEDERAL/PROVINCIAL FUNDING COMMITTEE

Raylene Theriault (Chair)
Acadia Playtime Day Care Centre, Sydney

Valerie Blaauw
South End Community Day Care Centre, Halifax

Alice Chadwick
Dartmouth Day Care, Dartmouth

Victoria Chaisson
Burnside Children's Centre, Dartmouth

E. Elaine Ferguson
Child Care Connections, Halifax

Gail Gardiner
Wee Care Developmental Centre, Halifax

Shulamith Medjuck
Department of Community Services

Pat Roberts
Mount Pleasant Nursery School, Truro

Sue Wolstenholme
St. Joseph's Children's Centre, Halifax

TRAINING AND CERTIFICATION COMMITTEE

Wendy Ritcey (Chair)
Parent/Consumer, Halifax

Kathleen Archer
Acadian Child Development Centre, Wolfville

Jane Grantmyre
Department of Community Services

Elizabeth Hicks
Certification Council of
Early Childhood Educators of N.S.

Wendy Hughes
House of Children, New Glasgow

Mary Lyon
Mount Saint Vincent University, Halifax

Dawn MacFarlane-Smith
Bridgewater Day Care Centre, Bridgewater

Jane Norman
Froebel Institute, Truro

Joyce Ross
East Preston Day Care Centre, East Preston

FAMILY DAY CARE COMMITTEE

Wilma Stewart (Chair)
Children's Corner Day Care Centre, Cole Harbour

Michelle Barkhouse
Military Family Support Centre, CFB Halifax

Joyce Beaudry
Sackville Family Day Care, Sackville

Wanda Comeau
La Garderie Familiale de Clare, Church Point

Thelma Edwards
Family Home Child Care, Pictou

Catherine McFarlane
Guysborough Family Day Care, Guysborough

Joan Stubbert
Colchester Community Day Care, Truro

Appendix B

Cost to Day Care Centres of Implementing Proposed Benefits

The following costs to centres are based on a per teacher rate that assumes the salary scale outlined in Table 1, page 10. The calculations are also based on the assumption that the specified benefits are not presently being provided in any form. Costs are incremental over the five-year implementation period.

TABLE 1
COST OF IMPLEMENTING SICK LEAVE BENEFITS

Salary Category	Experience 0-1 yr	1-2 yr	2-3 yr	3-4 yr	4-5 yr	Over 5 yr
1	630	655	668	693	718	743
2	781	794	819	844	869	895
3	844	869	895	920	945	970
4	920	945	970	995	1,021	1,046

TABLE 2
COST OF IMPLEMENTING VACATION LEAVE BENEFITS: 1991/92

Salary Category	10 days 0-1 yr	1-2 yr	2-3 yr	12 days 3-4 yr	4-5 yr	15 days Over 5 yr
1	525	546	557	698	722	932
2	646	667	687	848	873	1,120
3	707	725	748	921	945	1,212
4	768	788	809	993	1,017	1,302

TABLE 3
COST OF IMPLEMENTING VACATION LEAVE BENEFITS: 1993/94

Salary Category	12 days 0-1 yr	1-2 yr	2-3 yr	15 days 3-4 yr	4-5 yr	18 days Over 5 yr
1	95	103	117	175	181	187
2	129	133	137	213	217	225
3	142	148	149	230	236	242
4	153	157	160	249	256	260

TABLE 4
COST OF IMPLEMENTING VACATION LEAVE BENEFITS: 1995

Salary Category	15 days 0-1 yr	1-2 yr	2-3 yr	18 days 3-4 yr	4-5 yr	20days Over 5 yr
1	156	163	170	174	181	125
2	194	200	206	212	218	149
3	213	217	223	230	237	161
4	230	236	243	248	254	175

TABLE 5
COST OF IMPLEMENTING LUNCH BREAK BENEFITS: 1991/92 (30 MIN)

Salary Category	Experience 0-1 yr	1-2 yr	2-3 yr	3-4 yr	4-5 yr	Over 5 yr
1	967	1,005	1,043	1,080	1,117	1,155
2	1,200	1,238	1,275	1,313	1,350	1,387
3	1,313	1,350	1,387	1,425	1,463	1,500
4	1,425	1,463	1,500	1,537	1,575	1,613

TABLE 6
COST OF IMPLEMENTING LUNCH BREAK BENEFITS: 1993/94 (45 MIN)

Salary Category	Experience 0-1 yr	1-2 yr	2-3 yr	3-4 yr	4-5 yr	Over 5 yr
1	484	503	520	540	560	579
2	600	618	637	656	675	694
3	656	675	694	713	730	750
4	713	730	750	769	788	806

TABLE 7
COST OF IMPLEMENTING LUNCH BREAK BENEFITS: 1995 (60 MIN)

Salary Category	Experience 0-1 yr	1-2 yr	2-3 yr	3-4 yr	4-5 yr	Over 5 yr
1	484	502	522	540	558	576
2	600	619	638	656	675	694
3	656	675	694	712	732	750
4	712	732	750	769	787	805